TRANSITION HOUSE ASSOCIATION

AN ANALYSIS
OF
FUNDING REQUESTS

Submitted to:

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Minister of Health and Social Services

and

Board of Directors
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I N D E X

		Page
	SUMMARY	i
	LIST OF RECOMMENDATIONS	iii
1.	INTRODUCTION	1
2.	NEED FOR SERVICE	5
3.	ORGANIZATIONAL EVOLUTION	10
	3.1 Past	10
	3.2 Present	15
	3.3 Future	17
4.	FUNDING	20
5.	PHYSICAL FACILITY	25
6.	STAFFING AND SALARIES	30
	CONCLUSION	36

APPENDIX

I. Occupancy Rates - 1981 to 1985

II. Source of Referrals

III. Calls for Service

IV. Transition House Association Brief - October, 1985

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SUMMARY

In October 1985, the Board of the Transition House Association invited the Minister of Health and Social Services and the Minister Responsible for the Status of Women to tour Anderson House and to discuss Association proposals regarding funding arrangements and amounts.

Subsequently, an ad hoc Committee was created to review these proposals and report its conclusions and recommendations to the Minister of Health and Social Services, whose Department currently purchases emergency shelter and support services from the Association for women and children in need.

In conducting its review, the Committee consulted with the Association's Treasurer and Development Officer, the Anderson House Team Leader, the Civil Service Commission Staff Relations Officer, and with representatives of related services, including Social Service Regional Offices, Community Mental Health, and police. The Committee studied data summarized from Anderson House client records, as well as information on the administration of other Transition Houses in the Atlantic Provinces, and of community-based social services (such as Group Home and Vocational Training Associations, Council of the Disabled, C.A.M.R., and Big Brothers-Big Sisters) in Prince Edward Island. An evaluation of the physical condition and repair/maintenance requirements of Anderson House was conducted by an Engineer from the Department of Transportation and Public Works and an Architect who currently serves as Chairperson for the House Maintenance Committee of the Transition House Association Board.

The Committee found that the emergency shelter services provided at Anderson House are very highly regarded by other agencies. Representatives of the related agencies consulted were unanimous in their view that the service is essential and that it is capably delivered. They all praised the flexibility of Anderson House Staff, and were appreciative of a good working relationship.

The Committee believes that the Association has a realistic understanding of its strengths and needs. The most serious issue to be resolved is that of funding instability. Closely related to this is funding adequacy. Other issues include a somewhat inefficient organization structure, limited program development, and an inadequately finished physical facility. However, these problems are rooted in the fact that the Association lacks the financial flexibility to address them. It does not lack the ability to determine how they should be addressed.

Most of the Committee's recommendations are related to the Association's specific proposals, and deal with the funding arrangements between the Association and the Province. There are also, however, some recommendations which result solely from observations of Committee members made during the course of the review. For the most part, the former are directed to the Department of Health and Social Services, while the latter are directed to the Transition House Association Board of Directors. The following "List of Recommendations" reflects the order in which issues are discussed in this report, rather than the order of their priority.

LIST OF RECOMMENDATIONS

1. That the Association reduce the number of members on its Board of Directors from fifteen to eight.

2. That the Association encourage participation of non-Board members on Committees of the Board (Personnel, Finance, Policy and Procedures, House Maintenance, Publicity, Fundraising).

3. That the Association revise its Constitution and By-laws to reflect changes in role, objectives and structure.

4. That the Association develop a comprehensive long-range plan, including goals and strategies for fundraising, program development, staff development, and strengthening community relations.

5. That the funding formula to be applied in the future simplify funding for the Association, even if this means transferring some complexity to the Province.

6. That funding of the Association be separated into two distinct components - Anderson House and Community Development.

7. That the Province assume primary responsibility for funding the Anderson House component of the Transition House Association budget.

8. That the Province establish a grant account for Anderson House funding, rather than provide funding from the General Welfare Assistance account.

9. That a percentage of the Anderson House budget be funded from community contributions.

10. That the Province and the Association negotiate an annual budget, and that the Province advance payments to the Association quarterly on the approved budget total, less the community contribution.

11. That the Association continue to submit monthly totals of admissions and length of stay to the Department for the purpose of calculating a per diem rate to be used in C.A.P. claims.

12. That funding of the Community Development portion of the Association budget come from a combination of revenue generated through the Association's fundraising efforts, and any further special project money that may be available from the Secretary of State or other Federal Departments.

13. That the Province provide funds in the Anderson House component of the Association's budget to enable the proposed conversion of the part-time Development Officer position to a full-time Executive Director position.

14. That the Executive Director be responsible for the day-to-day administration of the Association, including liaison between the Association and Government, liaison between the Association and the Community, liaison between the Association Board and Anderson House, and provision of direction and support to the Team Leader, along with the existing responsibilities of the Development Officer.

15. That the Executive Director position be assigned a salary which begins at $26,000 (1985-86 rate).

16. That the Association and the Province develop a salary scale for the Executive Director position.

17. That the Team Leader position be assigned the salary scale of Social Service Worker III.

18. That the positions of Shelter Worker and Child Care Worker be assigned the salary scale of Social Service Worker I.

19. That the hourly wage for Relief Staff be based on the Social Service Worker I salary scale.

20. That the foregoing recommended salary levels become effective April 1, 1986 at 1986-87 levels.

21. That thereafter, all present employees of the Association use April 1 as their anniversary date for the purpose of processing increment increases.

22. That beginning April 1 employees be paid at that step in their respective recommended salary scale which reflects their term of employment with the Association.

23. That the Province provide a one-time only grant of $20,000 in 1986-87 to enable the Association to repair the exterior of the Anderson House.

24. That the Province allow the Association to include an annual amount ($5,000 for 1986-87) in the Anderson House budget to cover the cost of on-going house maintenance, and purchase or replacement of furniture and equipment.

1. INTRODUCTION

The P.E.I. Transition House Association was officially formed in May 1981, largely due to the efforts of volunteers, whose primary objective was to put an end to wife battering in Prince Edward Island. The Association's first project was the establishment of "Anderson House", an emergency shelter for abused women and their children. Anderson House was opened in the latter part of June 1981, and has remained open around the clock since that time. In 1983, the Association initiated a public education program, dealing with the availability of refuge at Anderson House, and the apparently growing phenomenon of domestic violence.

The Association has experienced a continuous process of evolution and development during its relatively brief existence. It has grown in recognition as a valuable element in the social service network and has secured an admirable level of community support. It has modified both its philosophy and structure of management, and appears to have achieved an effective balance between principle and practice. What it has not been able to achieve is a level of consistently adequate funding to enable long-range planning, program development or facility improvement. This situation prompted the Association's Board of Directors to appeal for assistance to the Provincial Government.

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In October 1985, the Transition House Association outlined its funding issues, and presented an assessment of their causes and implications in a brief to the Minister of Health and Social Services.

The Association requested:

1) that the rationale for the funding relationship between the Provincial Government and the Transition House Association be reviewed;

2) that Government funding be provided on a more stable basis;

3) that Government provide funding to enable the Transition House Association to increase staff salaries;

4) that the Association be permitted to allocate citizen donations to special projects or programs, rather than to the on-going costs of Anderson House services; and

5) that funds be included in Government's payments to the Association to allow for maintenance of Anderson House and for furniture/equipment replacement.

In response to the Brief, the Minister authorized the formation of a committee to analyze the proposals presented by the Association.

The three-member committee included a representative from each of the following: the Transition House Association, the Department of Health and Social Services, and the Cabinet Committee on Social Development. Although no detailed "Terms of Reference" were assigned, the Committee received general guidelines developed by the Deputy Minister of Health and Social Services. These included

(1) An examination of the Association's proposals in the context of its past, present, and future role;

(2) An assessment of the Association's financial needs and resources, leading to a recommendation on the extent of the Province's contribution; and

(3) a structural evaluation of the Anderson House facility, to determine the advisability of investing further funds in repair, renovation, and maintenance of the building.

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It was agreed at the outset, that observations, conclusions and recommendations reported by the Committee would be addressed jointly to the Department of Health and Social Services and the Transition House Association Board of Directors. For this reason, the report contains some information which may be beyond the Department's guidelines, but within the interests of the Association.

In carrying out its task, the Committee consulted with the Anderson House Team Leader regarding staffing schedules, staff-board communication, and related practices in other provinces; with the Association's Treasurer regarding account structure and background; with Health and Social Services planning staff regarding funding options and C.A.P. cost-sharing provisions; and with Regional Offices, Community Mental Health Clinics, R.C.M.P. and Charlottetown Police regarding service need and satisfaction. The Committee had a Department of Transportation and Public Works Engineer assess the structural adequacy of the Anderson House building. Also made available to the Committee were the findings of a freelance research consultant, who was in the process of documenting and analyzing the information held in Anderson House client records for the Association. These resource people were most helpful and co-operative, and their contribution much appreciated.

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2. NEED FOR SERVICE

In the late 1970's, Canadians began to acknowledge that domestic violence was a serious and growing social problem. A report published in 1980 by the Canadian Advisory Council on the Status of Women[1], revealed that an estimated one in ten women in Canada who lived with men, were "battered" regularly. This disturbing statistic was at first denied by much of Prince Edward Island society: "That kind of thing" was assumed to be a problem elsewhere - but not here.

In 1980, the One Parent Family Association of P.E.I. conducted a study on wife battering[2], which concluded that a refuge for women and children who were victims of domestic violence was needed in this Province. In the same year, the Department of Justice released a report[3] further stating the need to assist abused women.

Since Anderson House was opened in mid-1981, it has been generally well accepted and supported by the Island community. This is both an indication of a greater social awareness of the existence of family violence and a belief that it is unacceptable.

[1]Wife Battering in Canada - the Vicious Circle. C.A.C.S.W., 1980.

[2]Wife Battering on P.E.I. - The Unspoken Crime, LeClair, Stewart, and Whittaker, 1980.

[3]Domestic Violence - The Tip of the Iceberg, Dixon, 1980.

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Battering occurs at every socio-economic level, in both rural and urban areas, and between dating couples as well as couples married for many years. It is rarely a one-time occurrence, but a repetitious pattern of escalating violence. Emotional and sexual abuse are often part of the pattern, and can be as devastating to the victim as physical abuse, which can include punching, slapping, kicking, choking and threatening or attacking with weapons. Wife battering can result in serious injury, miscarriage, or death.

Victims of wife battering are different from victims of other crimes. They are subjected to repeated attacks, they need immediate shelter and protection, and they are often financially dependent upon their assailants. They usually want help rather than punishment for their mates, and often remain emotionally attached to them, maintaining the hope that the violence will not be repeated if they return home.

The existence of Anderson House and the special services and support provided there, has responded to the unique needs of hundreds of domestic violence victims from all across Prince Edward Island.

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Between July 1981 and October 1985 (inclusive), staff at Anderson House processed 510 new admissions for women, and 792 for children.[4] In addition, a total of 2056 calls-for-service were received. Calls-for-service are telephone contacts, usually made by potential clients. However, they may include calls from male partners or family members of residents. Calls-for-service include crisis counselling, or requests for information about Anderson House services, legal rights, custody of children or restraint of partners. These contacts form a significant component of the shelter workers' job. They can consume up to 30 or 40 minutes each. Most women who call, eventually come to stay at Anderson House.

More than half of the women who come to Anderson House are self-referred. Social agencies are the second most frequent referral source, followed by police, clergy/doctors, and friends/family.

A large majority of clients seek shelter immediately or shortly after an episode of violence. A small number comes because the circumstances leading up to a previous episode (usually heavy drinking) begin to occur again.

[4]Due to changes in record-keeping over the years of operation of Anderson House, it is not possible to provide accurate totals of women and children served, as opposed to numbers admitted. It is estimated that between 15 and 20% of all admissions are repeat clients.

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The number of admissions to Anderson House grew slightly but steadily each year up to 1984. Admissions were lower for the first ten months of 1985 than for the same period in any of the previous three years. In 1985, Anderson House operated at an average capacity of 42%. Nevertheless, it is important to remember that demand for emergency services is unpredictable, and that average occupancy rates are a misleading measure of need. The House may be full for a few days, then empty for a few days. On the day the Committee met with the Team Leader at the House, there were no residents at 10:00 a.m. By 11:00 a.m. staff were expecting 3 women and 10 children. For women who have used Anderson House, the service is invaluable. Many have written letters to the staff, the Board, or the press, praising the service, and in some cases, crediting it for having saved their lives.

High praise comes as well from agencies that interact with Anderson House. It is now seen by regional Intake Supervisors, Community Mental Health workers and police, as a valuable and necessary resource which is open to accepting referrals on the spot, which provides high quality intervention, and which has worked hard to overcome initial difficulties in establishing co-operative community

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relationships. One agency noted that services have improved considerably since the addition of the Team Leader position. This position has provided more continuity of contact and a more consistent response to referrals.

If Anderson House were to close, the pressure on other social service agencies would be much greater than at present. They would not be equipped to extend their services to fill the gap. The options for victims of domestic violence in Prince Edward Island would be even more limited than at present. Most would have little choice but to remain isolated and oppressed.

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3. ORGANIZATIONAL EVOLUTION

3.1 Past

The management structure and process of the Transition House Association in 1981 reflected an attempt to translate into practice the philosophy that no individual should exert power over any other individual. The result was a non-profit corporation in which a "Co-ordinating Committee" of the membership was responsible for managing the property and business of the corporation, and a "Staff Co-operative" was delegated the responsibility for delivery of services (residential accommodation, counselling, information, liaison and referral to clients of Anderson House). Both the Co-ordinating Committee and the Staff Co-operative featured a heavy emphasis on open communication, maximum opportunity for participation, and pursuit of concensus in problem-solving and decision-making. Staff were involved in all aspects of the Co-ordinating Committee's work. Within the operation of Anderson House, all staff roles and responsibilities were considered to be of equal value and were shared equally among all staff members. There was no designated supervisor - staff were to provide mutual peer support and supervision.

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For direction, any staff member could supposedly turn to any other staff member or any Co-ordinating Committee member, for any reason, at any time. In theory, the model was considered innovative and equitable.
In practice, it was no more effective in Prince Edward Island than it had been in any of the other Transition Houses in Canada, most of which had applied it when they were new, but many of which were in the process of abandoning or modifying it at the time Anderson House was opened.

The main flaws in the co-operative model were:

1) It did not recognize any preference of individuals to specialize toward tasks in their areas of strength or expertise;

2) it did not recognize the need for specialization in some task areas (e.g. child care, bookkeeping); and

3) it depended solely on its members' goodwill and common sense to ensure that all tasks and issues were attended to.

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The management model proved to be generally inefficient. With no assignment of specific tasks to designated individuals, some responsibilities were taken by more than one person, and others were overlooked altogether. Communication was cumbersome and confusing, and excessive time was spent trying to find unanimously acceptable solutions to every issue. Suggestions to streamline and solidify operations, for example, by appointing a supervisor, dividing tasks or differentiating jobs, were rejected on philosophical grounds. Staff and Committee members alike tried to improve the situation, but somehow their efforts seemed only to add to the growing stress. Staff began to talk of "burnout". In the spring of 1982, a number of members of the Co-ordinating Committee resigned two months before completion of their term of office.

It is important to acknowledge that throughout this time, the effective delivery of service to the women and children who came to Anderson House was maintained as a goal and a priority. The Association deserves top marks for the quality of work in this area. The areas that suffered were community relations and personnel relations.

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The new Co-ordinating Committee of 1982 (which immediately began referring to itself as a Board of Directors) took steps to improve community relations by redirecting a position which had been funded by the Secretary of State. While this position had been designed to focus on public awareness and education, in fact, the incumbent was increasingly burdened with administrative work. When the Board reapplied for Secretary of State funding in the summer of 1982, it was for the salary and expenses of a Development Officer, whose responsibilities were defined as public education, fundraising, and volunteer co-ordination.

The creation of this position caused much discord between the Board and staff, with the latter group lobbying to have the Development Officer paid at the same level as themselves and sharing duties with them. The Board maintained that the duties of the Development Officer required skills significantly different from those of the shelter workers and that a higher salary was warranted to attract suitable candidates. In the end, a compromise was reached; the Development Officer position was assigned a higher salary, but was excluded from the Staff Co-operative.

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This was an advantage in that it prevented the new Development Officer from becoming embroiled in House issues and spending excessive time in staff meetings. It was a disadvantage in that it inhibited the Development Officer's communication and information needs.

Nonetheless, the addition of the position was an asset to the Association as a whole. The existence of the Development Officer enabled the Association to achieve an admirable level of success in fundraising and public education, and to participate in various community and government committees.

The period between late 1982 and early 1984 brought growth and change. The Board was strengthened by the addition of a Chartered Accountant to improve financial management, an Architect to oversee property development, and a qualified Secretary to systematize record-keeping. Data collected on clients were compiled for analysis by one of the Board Members, and in the process, files were streamlined and forms refined. New employees were hired through short term job creation and work experience projects such as JCP, NEED, and KATIMAVIK, to extend the resources of the co-operative so that staff could develop child care and follow-up programs and make headway with some of the badly needed re-decorating of Anderson House.

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However, the co-operative approach to personnel administration faltered and fell under the addition of so many new members and new jobs. By the time staff and the Board's Personnel Committee met to iron out what were thought by the Board to be a few minor problems, there was general anger, mistrust, and discouragement among the staff. It was the unanimous conclusion of the Board, (supported by roughly half of the regular staff) after considerable discussion and assessment, that the Association as a whole would benefit from greater control over activities at Anderson House. Consequently, the Board allocated funds for the creation of a Team Leader position; the Team Leader was to assume the role of House Manager and Staff Supervisor, thus relieving front line staff of many administrative tasks, and introducing a measure of order which would eliminate pressure on Board Members to be heavily involved in day to day affairs of the House.

3.2 Present

At present, the Transition House Association appears to be a relatively sound organization. The Board has a strong complement of energetic members with an appropriate mix of skills and experience.

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Staff have accepted the "Team" concept and the Team Leader, and staff relations are generally good. Still, there are some areas where further improvement could be made.

The business of the Association still consumes a great deal of Board Members' time, not only in Committee and Board meetings, but also in continual monitoring and development of policy statements and resource materials, fundraising activities, House renovations (painting, wall-papering, etc.) speaking engagements and other miscellaneous activities. The Association lacks the means of handling these tasks more efficiently. As much as can be delegated to staff, is delegated. However, the Team Leader's responsibilities at Anderson House fill her hours completely, and the Development Officer is a part-time employee who handles as much Association administration as she can combine with her duties in education, fundraising, co-ordination of volunteer support and material donations, in a 30 hour work week. Much of her work must be carried out in the evening, as she is often asked to address organizations which meet outside "regular" working hours.

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The Association is not structured efficiently. With no central point of contact between Board and staff, and no strong link between the Development Officer and Anderson House, communications can be "helter skelter". There is still too strong a reliance on common sense and goodwill. If these fail, there is little to fall back on.

3.3 Future

Minor organizational restructuring would provide the Association with a more solid administrative base and improve both the efficiency and effectiveness of communication and overall management. The Committee supports the Association's proposal to convert the part-time Development Officer position to a full-time Executive Director position. The Executive Director should serve as the central point of contact for the Board and its various committees, Anderson House, and the general community. She should provide direction and support to the Team Leader, as well as any other staff or volunteers who may become involved in public education or outreach projects. While the Team Leader should continue to hold responsibility for the day-to-day operation of Anderson House, the Executive Director should hold responsibility for the day-to-day operation of the Association, enabling development, extension or expansion of activities not directly tied to the House.

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These include Island-wide fund raising; regionally based follow-up and peer support groups; safe-house pilot projects in rural areas; and closer linkages to related services. These types of activities have been part of the Association's vision for the past five years, but have remained unattainable while staff and Board have struggled for survival on a more limited scale.

Another suggestion toward streamlining the Association is to reduce the size of the formal Board. The constitution[5] calls for a Co-ordinating Committee of "not less than three and not more than fifteen members". The Association has tended to recruit toward the maximum number of Board members. It may be more practical to form a smaller Board, perhaps of eight members (enough to form an Executive and a core roster of sub-Committees) and to encourage participation on sub-Committees by non-Board members. A reduction in Board size would facilitate decision-making and cut down on meeting time, while the addition of non-Board Committee members would strengthen and broaden Committee operation, and community involvement. There are many individuals who would gladly participate on a Committee dealing with an area related to their interest or capability; these same individuals may lack the confidence,

[5]Memorandum of Agreement, January 28, 1981.

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time, or desire to take on the responsibilities required of full Board members, who must become familiar with and involved in all aspects of the Association's business.

A more efficient Board, with adequate funding and supporting human resources should be able to rise above past problems, and begin working on its future aims.

The Board should re-examine and reconfirm or modify the role, function and objectives stated in the 1981 Memorandum of Agreement. It should develop fundraising goals and strategies, new program ideas, and activities to strengthen community ties. These should be incorporated into a comprehensive long-range plan.

4. FUNDING

The Association has been funded over the years from a variety of sources

- The on-going operating costs for Anderson House have been provided, for the most part, by the Provincial Government in the form of per diem payments for service to clients in financial need. As well, the Province has contributed staff resources through its Job Creation and Placement Program.

- The Federal Government has supported the Association's planning and public information activities with an annual grant from the Secretary of State Women's Program. Staff and special project resources have been made available through a number of C.E.I.C. programs.

- The Island community has been generous to the Association. Numerous grants have been given by Church organizations and service clubs, the annual fund raising campaign has grown more successful each year, and donations of food, clothing, furnishings, and labour are frequently made.

- The Association has taken advantage of mortgage and property tax rebates, as well as special energy efficiency subsidies.

In spite of this rather impressive array of resources, the Association has always had to practice patchwork management, primarily due to the unpredictability of revenue.

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The primary revenue source (per diem payments) is directly linked to occupancy, and is therefore variable, while most costs are fixed.

There is a variety of problems associated with employing staff through Job Creation programs, both Federal and Provincial; these programs add, rather than replace positions, and thus do not reduce an established organization's operating costs; there is often a limited selection of candidates, and the individuals hired may need frequent, intensive, or extended supervision; the programs usually provide only short-term placements; and paperwork requirements are often burdensome to the employer.

Secretary of State funding of the Development Officer position has been a great asset to the Association, but the grant has been provided on a one-year-at-a-time basis, with annual re-application required, and no security of renewal. After having funded the position for five years, the Secretary of State has given the Association notice that funding will terminate on March 31, 1986, because the position has become an integral part of the Association, and can no longer be considered a "special project".

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And while community support is clearly, and should continue to be, an important component of the overall operation, it requires considerable effort to stimulate and maintain, and is unpredictable with respect to type (cash, goods, services), extent and timing.

The combination of factors described requires that the Association Board spend a disproportionate amount of time worrying over financial matters. Every unanticipated expense is a potential crisis, and both preventive maintenance and development (on human as well as physical resources) has been, for the most part, unaffordable.

The Committee believes that the funding formula to be applied in the future should simplify funding for the Association even if this means transferring some complexity to the Province. Any funding complexity caused by C.A.P. provisions and regulations need not affect the Association directly.

The Committee proposes that funding of the Association be separated into two distinct components - Anderson House, and Community Development. Funding of Anderson House should come primarily from the Provincial Government, which is responsible for the provision of social services;

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however, some measure of community responsibility for victims of domestic violence should be reflected in the funding arrangements.

The Committee recommends that a percentage of the overall Anderson House budget be funded from community donations. (For 1986-87, 5% seems reasonable and realistic. The percentage could be negotiated between the Department and the Association annually and should take into consideration both the size of the budget estimate and the Association's fundraising experience and potential.)

Following Departmental approval of the budget estimate and negotiation of the community contribution, the community portion should be deducted from the total estimate, and the Department should issue quarterly advances to the Association on the balance.

Calculations of per diem rates, occupancy/vacancy, and other variables should not affect the amount of the operating grant. They will however, affect the Province's claims for cost-sharing under the Canada Assistance Plan. A per diem rate should be set each year, based on the Department's share of the approved budget, and on estimated occupancy. The Association should continue to be required to submit monthly records of

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admissions and length of stay per client to the Department. These should be used only to calculate the per diem rate used for C.A.P. claims, and not to calculate grant payments. Adjustments to C.A.P. claims could be made at the end of each year if actual occupancy were to differ from estimated occupancy, and the actual occupancy rate could be a factor in establishing the per diem rate for claims in the next year. This formula would give the Association the funding stability it needs to operate an emergency service experiencing unpredictable and fluctuating demand. It would also maximize flexibility, by avoiding a direct link between the community contribution and any specific budget items.

Funding of Community Development activities should come from a combination of revenue generated by the Association's fundraising efforts, and any special project money which may be available from the Secretary of State. These combined sources should enable the Association to attain its goals to establish supplementary services, to undertake pilot projects, to improve public education resources, and to implement prevention strategies. There should be no expectation that the Province contribute to the Community Development Component of the budget.

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5. PHYSICAL FACILITY

Anderson House is located in a large double tenement building in downtown Charlottetown. The 14-room House was constructed in 1905 as two separate family dwellings, with separate attic space and separate heating and electrical systems. In layout, each side was a mirror image of the other.

In May 1981, the Transition House Association purchased the building under a 25 year Mortgage Plan, with interest subsidized by the Canada Mortgage and Housing Corporation. (As a non-profit corporation, the Association receives a rebate annually from C.M.H.C. which reduces mortgage interest to 2% per annum.)

Since purchasing the House, the Association has made a number of significant improvements. These include renovation and modernization of separate kitchens into one large kitchen, redecoration of bedrooms and transformation of the attic into usable space. Some of the work was required to bring the House up to an acceptable living standard, and some to adapt it to use as a staffed multiple family, emergency shelter. Many of the improvements have been made possible through the generosity of community service groups. Although there have been major projects completed in each of the four and a half

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years Anderson House has been in existence, they have in no way kept pace with the ongoing need for renovation and repair which is to be expected in a building the age of Anderson House, which has been neglected for many years, and which has accommodated close to two thousand people in its recent past.

As part of its review, the Committee arranged for an evaluation of the Anderson House building, to get a professional opinion on the condition of the House, and the number and cost of further repair requirements. The evaluation was conducted by an Engineer and an Architect, in consultation with the Team Leader and staff of Anderson House. Their observations and recommendations are as follows:[6]

"(1) The large two storey house is quite sound, the mechanical, electrical and structural components are in reasonably good repair. A lack of funding for preventative maintenance in the past has prevented the Anderson House Board from maintaining the building in a condition which is required to provide a well maintained building over a long period of time.

(2) The following maintenance items should be carried out in 1986 in order to prevent further deterioration of the building.

a) Replace all gutters, downspouts and any decayed fascia boards, estimated cost $2,000.

b) Raise front porch to its original level position and install new frost jack or concrete posts, estimated cost $3,000.

[6]Cost figures are as estimated by the evaluators. All estimates include labour and material costs.

(2) c) Scrape complete exterior of building, spot prime all bare areas and apply at least one coat of exterior paint, estimated cost $5,000.

d) Repoint exposed sections of masonry chimneys, estimated cost $1,000.

e) Repair all areas where wood sidings or shingles have decayed or fallen off, estimated cost $1,000.

f) Repair exposed portions of the foundation wall that have deteriorated due to water penetration and frost action, estimated cost $500.

g) Repair attic windows and install storm windows on attic windows, estimated cost $2,000.

(3) The existing asphalt shingled roof should be stripped and reshingled within the next two to five years, unless it starts to leak in several areas, in which case it should then be replaced immediately; estimated cost $5,000.

(4) The interior of the building requires maintenance and upgrading in order to provide an acceptable environment for the clients of Anderson House. The necessary work includes:

a) Insulate existing back porches and renovate one porch for a laundry room, estimated cost $3,000.

b) Renovate the downstairs bathroom and install a shower, estimated cost $3,000.

c) Paint and paper the rooms on the first and second floor that have not been redecorated through funds provided by community groups, estimated cost $3,000.

d) Replace the existing flooring in areas where it is worn and torn resulting in a safety hazard, estimated cost $3,000.

e) Renovate the upstairs bathrooms in order to provide shower facilities, estimated cost $4,000.

(5) The existing attic has been approximately 75% renovated in order to provide a child play centre. The remaining work includes flooring, painting, lighting, plumbing and built in counters, bookcases, etc. estimated cost $6,000.

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(6) We recommend that the funds required to complete the items noted in #2 be provided in 1985/86 and that the funds required for the items noted in #3 and #4 should be provided as soon as possible.

(7) In our opinion funds in the order of $5,000 to $6,000 are required annually in order to allow the proper level of maintenance and prevantative maintenance for Anderson House, once it has been upgraded to an acceptable standard."

The Committee recommends that Government provide a one-time-only grant in 1986-87 to enable the Association to undertake the repairs itemized in the foregoing Sections (2) and (3). While the evaluation suggests that roof replacement could be scheduled for some time after this coming year, there is the possibility that it could become a critical requirement at any time. If the 80 year old roof were to begin leaking this year, it would cause considerable damage in the newly renovated attic, and without funds budgetted for its repair, the Association would face another major financial crisis. Preventive maintenance in this regard seems appropriate.

While it would be desirable to have the work outlined in Sections (4) and (5) of the evaluation completed as soon as possible, these needs are not of the same urgency as the external work. As well, there is the possibility that money may be donated by service clubs or

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community groups, as it has been in the past, to cover the cost of designated in-house upgrading.

Both the Committee and the evaluators support the Association's request for an annual fund of between $5,000 and $6,000 for on-going maintenance and purchase or replace of furniture and equipment.

6. STAFFING AND SALARIES

Transition House Association has a staff complement of seven, which includes a Development Officer, a Team Leader, four Shelter Workers, and a Child Care Worker. In addition, there is a small number of trained Relief staff, who maintain service at Anderson House when the regular Shelter Workers are absent.

Over the years the Association has provided advancement opportunities to its employees to the extent possible within the confines of a relatively limited system. The former Development Officer began her employment with the Association as a Shelter Worker, and relief staff are often hired as full-time Shelter Workers when vacancies occur.

The Personnel Committee of the Board is one of the most active Committees and personnel management appears to be well under control. The Association has a comprehensive statement of personnel policy.

Staff turnover in the Association has been quite low.[7] This is surprising, given the fact that salaries are generally below those of comparable positions in the

[7]This statement refers to regular Association positions, and not to positions such as the Child Care Worker position, which has been funded under various job creation programs, all of which automatically result in turnover upon termination of funding.

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Province, and the Association has been unable to provide employee benefits beyond those required by law. However, staff obviously derive satisfaction from their work in spite of its stresses.

In its Brief, the Association explains why its staff salaries are low. The reason is historical rather than logical. The original positions at Anderson House were established under the Canada Community Service Program, a Federal job creation scheme of which the objective was, naturally enough, to employ as many people as possible within its budget. Salaries for Anderson House workers were based on C.C.S.P. allowances, rather than on responsibilities or community standards, and Federal policy prohibited the Association from augmenting these salaries, although the offer of funding for that purpose was made by the Department of Social Services in 1981. Consequently, the C.C.S.P. allowance has become the basis for calculation of all salaries paid by the Transition House Association.

The present funding mechanism wherein salaries, along with other operating costs, are built into a per diem based payment system, promotes job insecurity, and places extreme pressure on employees and employer alike.

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The Committee is very much in support of a rationalization of the Association's salaries. The levels proposed in this report, are the result of consultation with the P.E.I. Civil Service Commission Staff Relations Officer and the Anderson House Team Leader, along with review of information on comparable positions in both Government and private agencies, conducted in the context of the specific salary proposals contained in the Association's Brief.

As has been mentioned earlier, the Committee recommends that the Province provide funds to enable the Association to convert the part-time Development Officer position to a full-time Executive Director position. The Committee proposes a starting salary of $26,000 for this position. Although the Committee had difficulty finding existing position classification directly comparable to the proposed Executive Director position, the $26,000 salary recommendation is based on consideration of qualifications and job responsibilities (scope for independent judgment; impact of decisions; nature of contacts with the public, the media, and Governments; and demonstrated capability in organizing, co-ordinating, and supervising), along with factors such as the relationship

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of the position to other positions in the organization, salaries paid by other community service agencies for Executive positions with similar responsibilities, and budgetary realities.

It should be noted that the Association, in consultation with the Province, should develop a salary scale for the Executive Director, to allow annual increases in recognition of experience and growth. It may be appropriate to adopt the same percentage difference between steps in the scales recommended for other Association positions, which are based on established position classifications of the Provincial Civil Service.

The remaining staff positions at Anderson House are comparable to positions in the Civil Service Social Service Worker series. The Committee agrees with the Association's recommendation that the Team Leader position should be allocated a salary equivalent to the salary of a Social Service Worker III. This salary is paid to Provincial employees who function as supervisors in Social Service Regional Offices or Group Home Managers, and whose work involves a mix of casework and administration very similar to that required of the Anderson House Team Leader.

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The Association proposes that Shelter Workers at Anderson House receive salaries the same as those paid to Counsellors in Addictions Treatment programs. These positions are paid at the level of Social Service Worker II. It is the opinion of Committee members, however, that Anderson House Shelter Worker positions are more similar in nature and responsibility to first level caseworkers in Regional Social Service Offices and Government Group Home Workers in facilities for emotionally unstable children and adolescents. These positions are classified as Social Service Worker I, and this is the salary scale the Committee recommends be adopted for Anderson House Shelter Workers. It is also an appropriate scale for the position of Child Care Worker, which is closely comparable in function to Group Home Worker I positions. The Committee recognizes that the recommended salary is higher than salaries paid to most day care workers, but believes that the difference is justified. The Child Care Worker, unlike most other employees in the child care field, must be fully independent in her job, must work with children whose behaviour almost always reflects the upset and uncertainty of their immediate situation, and must use the same skills as the Shelter Workers in her dealings with mothers. In fact the Child Care Worker is occasionally called upon to serve as a regular Shelter Worker if there are a number of women in the House, but no children.

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It is recommended that Relief Staff be paid an hourly wage based on the Social Service Worker I salary scale.

If the foregoing salary recommendations are accepted, they should become effective April 1, 1986 at the 1986-87 level. This date should then be used as the new anniversary date for present employees. Employees of the Association should be paid at that step in their respective scales which reflects their term of employment with the Association.

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CONCLUSION

It is the opinion of Committee members that implementation of the management related recommendations presented in this report will increase the operating efficiency of the Transition House Association, and that implementation of the budget related recommendations will resolve issues which have prevented the Association from achieving its maximum effectiveness.

Those budget increases which will affect the Provincial Government can be attributed to staffing and salary adjustments, and facility repair and maintenance, with a large proportion of the latter in the form of a one-time-only contribution.

The Committee is aware of the Province's reluctance to assume funding responsibility for projects initiated under short-term Federal Grant Programs. However, in this case the Committee believes that the support of the Federal Government and the willingness of the Association to tolerate less than adequate conditions and to postpone progress, have enabled the Province to delay bearing its full share of costs for service delivery to abused women and children. If the Transition House Association had not organized Anderson House when it did, it seems probable that the need to address the problems of

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domestic violence victims would have exerted tremendous pressure on other provincially funded services, such as Welfare Assistance and Day Care, neither of which could have provided the necessary personal supports to these clients.

The recent trend to low occupancy is of concern to the Committee, and should be monitored over the coming year. If this trend continues, perhaps alternate forms of service delivery can be identified. However, the Committee anticipates resolution of this concern if the Board is able to turn its attention from funding issues to program development, and if the new Executive Director, and adequate educational resources, are available to intensify public awareness.

APPENDIX I

TABLE 7: AVERAGE DAILY OCCUPANCY WITH LOWEST AND HIGHEST OCCUPANCY ( )
ANDERSON HOUSE

MONTH	1981	1982	1983	1984	1985
January	--	4.3 (0-8)	14.1 (8-20)	11.9 (4-21)	6.5 (0-14)
February	--	3.9 (0-8)	7.8 (2-14)	5.0 (0-12)	3.1 (0-8)
March	--	3.7 (0-10)	10.5 (5-17)	3.0 (0-7)	5.2 (0-12)
April	--	5.7 (1-11)	8.5 (4-15)	4.2 (0-13)	10.5 (2-22)
May	--	4.9 (1-13)	8.3 (5-11)	6.4 (0-13)	9.6 (0-21)
June	--	6.8 (2-19)	4.9 (0-13)	12.3 (8-18)	4.3 (0-8)
July	1.8 (0-6)	7.2 (0-14)	9.3 (5-15)	12.4 (3-19)	7.1 (1-16)
August	7.8 (3-13)	8.6 (3-13)	9.5 (2-15)	12.5 (5-22)	7.9 (0-16)
September	7.6 (4-15)	5.2 (2-11)	10.1 (3-18)	8.4 (0-17)	5.9 (1-11)
October	5.4 (3-9)	8.5 (2-19)	10.5 (1-16)	3.7 (0-14)	5.8 (0-11)
November	3.7 (0-10)	10.4 (1-22)	9.0 (4-13)	9.8 (2-16)	--
December	1.6 (0-6)	8.3 (5-16)	7.5 (4-13)	10.9 (4-22)	--
YEARLY AVERAGE	4.9 (0-22)	6.5 (0-22)	9.2 (2-20)	8.4 (0-22)	6.6 (0-22)

Source: Anderson House Client Records
(Statistical summary, December 1985, F.Piercey)

APPENDIX II

TABLE 24: SOURCE OF REFERRAL

SOURCE	#	%
Police	34	14.8
Social Agency *	58	25.3
Friend/Family	3	1.3
Self	129	56.3
Other **	5	2.2
TOTAL	229	100.0

Valid Cases = 229 Missing Cases = 3

* Health and Social Services, ADPI, Catholic and Protestant Family Services Bureaus

** For example: clergy, family doctor

Source: Anderson House Client Records
(Statistical summary, December 1985, F. Piercey)

APPENDIX III

TABLE 1: TOTAL CALLS-FOR-SERVICE 1981-1985
ANDERSON HOUSE

MONTH	1981	1982	1983	1984	1985
January	--	14	59	54	26
February	--	21	33	28	54
March	--	24	45	31	62
April	--	16	39	35	56
May	--	26	38	58	46
June	--	22	47	42	34
July	11	30	48	73	67
August	15	23	47	91	40
September	19	24	52	55	45
October	20	39	66	49	67
November	14	37	52	46	--
December	8	23	45	40	--
TOTALS	87	299	571	602	497

Total calls-for-service = 2056

November, 1985

Source: Anderson House Client Records
(Statistical summary, December 1985, F. Piercey)

APPENDIX IV

BRIEF PRESENTED TO THE MINISTER OF HEALTH AND SOCIAL SERVICES
PRINCE EDWARD ISLAND

THE HONORABLE ALBERT FOGARTY

ORGANIZATION: THE TRANSITION HOUSE ASSOCIATION
c/o VOLUNTARY RESOURCE CENTRE
81 PRINCE STREET
CHARLOTTETOWN, P.E.I.
C1A 4R3
892-3790

CONTACT: JILL LIGHTWOOD
DEVELOPMENT OFFICER

PRESIDENT: ANNA SAWICKI
566-0689

OCTOBER 7, 1985

TRANSITION HOUSE ASSOCIATION
81 PRINCE STREET
CHARLOTTETOWN, P.E.I.
C1A 4R3

October 7, 1985

The Honorable Albert Fogarty
Minister of Health and Social
Services
Department of Health and Social
Services
P.O. Box 2000
Charlottetown, P.E.I.
C1A 7N8

Honorable Sir:

The Transition House Association (T.H.A.) has been funded, in part, by your Department since mid-1981. We have not had the opportunity to meet with you since your appointment as Minister, although we have been encouraged by your numerous statements in the media and in the Provincial Legislature.

The Association is concerned with providing not only a shelter and support for abused women and their children, but also, with working towards prevention of family violence as part of our educational program.

The present Board of Directors of our Association have been attempting to resolve a number of pressing issues since assuming office in June of this year, most of which are related to our financial situation. These have come about because of the way in which Anderson House was originally funded - through a job creation program of Employment and Immigration Canada (CEIC), supplemented by payments through Social Services.

The present situation is an impossible one for the Board of Directors, and we are writing to request a review of the terms of our contract with your Department, originally made in July, 1981 and subsequently re-negotiated in June, 1984.

In doing so, we are very much aware of pressures on Government, on your Department, and on you personally. For that reason, we have kept our expectations within bounds, and we are hopeful that you will be able to accomodate us.

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Specifically, we have four requests:

1. That the rationale for the funding relationship between the T.H.A. and your Department now be reviewed and revised;

2. That a significant adjustment be made to the salaries of our staff members, reflecting some measure of parity with staff in like facilities notably facilities of the Addictions Foundation;

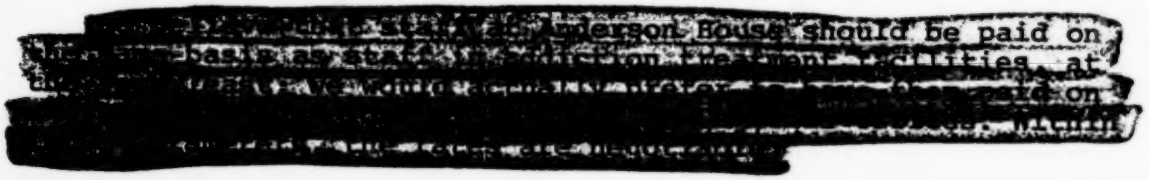
3. That in considering revenues available to the T.H.A., provision be made for exempting donations provided by the public for special programming purposes; and

4. That our annual budget be approved with adequate provision for maintenance and replacement of capital items, furniture, and equipment.

I would like to address each of these points briefly; they are more fully explained in the attached brief.

Due to changes in personnel in your Department and the T.H.A., those involved in negotiating the original contract were not available to ensure that its intent was followed upon termination of CEIC funding. The funding arrangements in place during the initial two years have not proven to be appropriate since CEIC funding terminated. As a result, the volunteers at the T.H.A. have expended a great deal of unnecessary administrative effort since that time. We would simply like to have the original intention now put into effect.

Secondly, staff salaries were established on the basis of a maximum hourly rate which CEIC approved for its job creation programs in 1981. That uniform rate was applied to all projects and hence could not take into consideration the conditions of extreme stress under which our staff must operate, or the special skills required for this work. We had to accept the CEIC rates, and they have proven to be the base salary ever since. Not only were our salaries inappropriate to begin with, but have over a four year period, risen less than salaries in comparable civil service positions in only two years.



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Thirdly, we receive a considerable amount of donations from private ctizens and voluntary groups who consider that they are helping us in our work. Their intentions are not to cover the operating costs of Anderson House, but rather to provide funds for our promotional and educational work with the public, and like programs. Funding provisions of Government prevent us from using donations for this purpose.

Further, when we opened Anderson House, we were given a great deal of used furniture and equipment which was, as you might expect, well at the end of its usefulness when donated. We now require increased provision for maintenenace and for the replacement of our furniture and equipment. Our budget over the years has not made adequate provision for this.

Finally, Mr. Minister, we would appreciate an opportunity to review our Brief with you after you have had an opportunity to study it. We would be very pleased to have you visit Anderson House and have an informal dinner with us, and that might be a timely occasion to review our Brief with you. We would also like to have the Honorable Leone Bagnall, Minister Responsible for the Status of Women join us as well.

I hope that arrangements can be made at your earliest convenience and we look forward to the opportunity of meeting with you, showing you our facility, having you meet some of our guests and staff, and discussing our concerns with you.

Yours very truly,

Anna Sawicki

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Anna Sawicki
President

BRIEF TO THE MINISTER OF HEALTH AND SOCIAL SERVICES

BACKGROUND

In July 1981, the Transition House Association (T.H.A.) entered into an agreement with your predecessor, the Honorable James M. Lee. This agreement enabled the Association to provide a vital service to women and their children who have been terrorized by the threat of violence, physically beaten, or subjected to severe emotional abuse in their homes.

Since that time, we have provided emergency shelter and safety to approximately 650 women and 1000 of their children. These women have invariably approached us at a time of acute crisis, and in the face of real physical danger. Thus our service has proven itself many many times over as meeting a very real need in this Province on behalf of women and children whose homes have come to represent a source of danger to them.

Among the more troubling results of our work has been the exposure of incestuous conditions in a number of abusive families. In all of our work we have worked in close co-operation with your staff and police, and their work has been greatly facilitated by our effort.

While we consider our emergency shelter service to be very important, equally important is the opportunity we provide women to examine their family situation and to think through various options without the imminent threat of family violence. Many women are able to return home after being with us, and thus avoid setting themselves up through Welfare Assistance.

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Contrary to what has been said in some quarters, we do not have an interest in family separations. Our interest is in eliminating violence in the home, and in providing for the safety of family members while family violence persists.

REQUEST

Our original agreement with the Minister of Health and Social Services was made before we began operations, at a time when we had no organizational experience, and no way of anticipating the real nature of service demand. We had to be guided by Department officials, and we very much appreciate the support and encouragement we have received.

Four years later we have the benefit of experience and hindsight, and we are now requesting your agreement for a formal review of our contractual and funding relationship. We do so because we find ourselves at an important cross-roads in our work. We will shortly lose an important source of funds and Board Members are so preoccupied with funding problems that we cannot give adequate attention to public education on family violence issues, or to program development. More seriously, our in-house services have been affected in ways which can have unfortunate consequences.

FUNDING AGREEMENT

The original funding agreement reflected our variety of revenue sources at the time, which included Employment and Immigration Canada (CEIC) and the Secretary of State (SOS). Because CEIC was primarily interested in job creation for the maximum number of people, it fixed a limit on salaries which could be paid to our employees - amounting to less than $11,000 per year. (The Deputy Minister of Social Services cautioned us on this point at the time and advised that our salary levels were inappropriate for our kind of work over

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the long term. The Department offered to supplement our salaries at a higher level but we were not able to accept the offer because of CEIC requirements.)

The funding provisions of our original contract provided as follows:

"5. The Branch will pay $21.50 per day per resident for essential services for those battered and abused women and their children who demonstrate a need for and are eligible for financial assistance.

"6. This daily rate is subject to the following provisions:

(1) (a) Essential services include shelter, food, emergency clothing needs and supportive counselling needs. All these services are to be provided by Transition House.

(b) The Branch will provide for additional emergency short term needs, e.g., emergency drugs, in accordance with established Branch policies.

(2) It is acknowledged that the daily rate may require adjustment at the end of fiscal year 81/82, depending upon client demand for such services and unforseen contingencies which may arise throughout the present fiscal year.

(3) It is also acknowledged that the daily rate may require adjustment depending on the availability of other sources of funding to Transition House. The Branch will accept a change in the daily rate in subsequent years reflecting changes in grant funds provided by other funding agencies to facilitate the operating of this service and facility."

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Unfortunately, with the turnover of Board Members and the absence of Executive Staff, we lost the sense of Sections 6(2) and 6(3) of the agreement, and even the mechanics of how the per diem rate was to be adjusted.

With our primary cash flow needs satisfied by CEIC, our funding arrangement with Social Services provided for monthly payments in arrears, based on actual occupancy and the negotiated per diem rates. The per diem was based on estimated expenses less revenue from other sources, divided by estimated total of resident-days occupancy.

Section 6(2) provided for an adjustment at the end of the fiscal year, should the per diem rate prove to have been too low; if too high, any surplus would be carried over as revenue for the following year, and would thus be reflected in the new per diem.

Section 6(3) of the Agreement was intended to cover subsequent years, when CEIC contributions would terminate. At that time the arrangement with respect of the Addictions Foundation facilities was to come into effect. That is to say, a budget would be established for the year, and a per diem rate established on the basis of anticipated demand. This would be used as a basis for charging clients, and for billing the Government of Canada under the Canada Assistance Plan.

Thus payments to the T.H.A. would be made quarterly, based on our budget submission: the per diem rate would serve only as a basis for charging clients, or for cost-sharing purposes under the Canada Assistance Plan (CAP).

Under CAP, we are told, the province is reimbursed on the basis of assistance paid to individuals; there is no provision in CAP for cost-sharing grants to organizations,

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unless costs can be attributed to individuals. For this reason we submit monthly statements of account against individuals, which were to serve for cost-sharing purposes only, not for funding the T.H.A.

As was the practice with certain other facilities at the time, the funding arrangement intended on the termination of CEIC funding was to be as follows:

- agreement is reached on a budget for the fiscal year;
- the T.H.A. estimates the likely total of resident care days;
- the total of resident care days is divided into the total budget, and a per diem rate struct;
- payments are made to the T.H.A. quarterly, on the basis of the agreed budget;
- statements are submitted to H&SS monthly, for CAP claiming purposes, and as a record of the T.H.A. actual service experience. The statements include resident days x per diem rate;
- at the end of the fiscal year the real service experience is determined and the per diem rate is adjusted accordingly;
- the adjustment to the per diem rate would be primarily for purposes of ensuring full recovery of Federal payments under CAP.
- any surplus achieved by the T.H.A. would be carried forward to the new year; similarly, if the T.H.A. had experienced unexpected costs and provided to be under-budgeted, an appropriate adjustment would be made in the subsequent year.
- funds donated to the T.H.A. by community groups and individuals would be reserved to special programs. The Agreement, Section 5 and 6 a) reflects services which were to be funded by the per diem grant.

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ACTUAL FUNDING PRACTICES

In actual practice, following the termination of CEIC funding, we have essentially continued the funding arrangement of the first year, except for quarterly advances, and did not adjust it to reflect the intent of the agreement. This was because new personnel entered the scene who were not familiar with the intent of the orginal agreement or CAP practices.

In addition, we have carried forward a salary base which is most unrealistic, and which reflects only CMHC wage levels struck in 1981 for entirely different and unrelated pruposes.

What happens now is that our revenue is excessively influenced by the per diem rate, rather than reflecting only our approved budget. The per diem rate is based on past occupancy experience over a three-year period; the current assumed occupancy is 9.1 persons per day.

The difficulty for the T.H.A. is that our revenue is sensitive to client demand, whereas expenses are not. Thus a funding arrangement which fluctuates with occupancy is not appropriate for our type of operation.

The intent of the original agreement was that as occupancy rates go down, the per diem rate goes up, and vice versa. Otherwise, it would be to our advantage and almost essential, to aggressively promote demand and fill up Anderson House. Since we cannot be adjusting per diems on a monthly basis, we consider they should no longer be used as a basis for payment to us, but should be used for cost-sharing only. This would mean that we would be issued quarterly payments, in advance, against our approved budget, rather than on the basis of per diem rates.

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It is that arrangement which is our first request to you.

BUDGET STRUCTURE

Our second request can be presented more simply. We would ask that in our approved budget, we:

(a) be permitted to allocate citizen donations for program purposes rather than for operating expenses; this would avoid creating special accounts to control use of donations made for special purposes;

(b) be permitted an appropriate allocation for maintenance and replacement of furniture and equipment to begin replacing donations received in 1981; that for the upcoming year only, a set amount of $15,000 be included to make up for the last four years.

STAFF SALARIES

Our final request relates to staff salaries. There are three serious situations.

1) Executive Director

The T.H.A. does not have an Executive Officer. We have a part-time Development Officer funded to date by the Womens' Program, Secretary of State and that funding will cease in March, 1986.

The T.H.A. urgently needs an Executive Officer to reduce the excessive demands on the volunteer members of the Board of Directors, to direct all the T.H.A. operations, and generally to manage our affairs.

2) Child-Care Worker

Our child-care centre is recognized by Government as a child-care facility. It is one of the most important

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components of our program, which has been funded since the beginning on a short-term basis through job creation programs.

There are a number of problems with this situation. First, the pay provided through these projects is low and therefore, incentive is minimal. Second, there has been in the past and will continue to be, a large staff turnover if the circumstances of employment are not changed. Third, there will continue to be a "panic" situation every time a project terminates if the child-care worker position is not built into the Transition House Association budget. Although the Child-Care Worker position has been included in the budget from July 1985 to the end of the fiscal year, we foresee a cyclical problem arising in order to provide a salary for this position, particularly if it is fixed into the per diem arrangement. Continuity and security of the position is necessary for the child-care program in order to provide security and increasing development standards for the children.

This position is as important to our program as our other positions and should now be recognized within our budget at the salary level of an Adolescent Worker within your Department.

3) Staff Salaries Generally

Staff salaries reflected the salary levels approved by CEIC for its job creation purposes in 1981. Those salaries generally related to short-term community employment initiatives; CEIC funding was not the most desirable route for establishing Anderson House, but it was all that was available at the time.

Our staff deal entirely and always with stressful women

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and children, from all kinds of situations. Our work is even more demanding than in the case of staff at the various Addictions Foundations (AF); thus, often the abusers are given more recognition than the abused victims.

Crisis intervention staff at AF are backed up by nursing and medical professionals; our staff are on their own. The former receive salaries at the Social Service Worker II level, ranging from $19,470 to $24,320. Our staff, at a greater level of responsibility, are paid less than $14,000, working 24-hour shifts.

The staff supervisor (Team Leader) receives $16,068; whereas her public service equivalent - Social Service Worker III - has a pay range of $23,185 to $28,745.

The part-time Development Officer (30 hours per week) is paid on an annualized basis of $20,800. The Education Officer at the Addictions Foundation is paid at the $22,820 to $28,380 range. As Executive Director, her equivalent in other services would be in the $26,000 to $32,000 range.

Mr. Minister, the salary levels provided to our staff reflects in a very dramatic way the value we attach to work done by women in dealing with a societal problem. The T.H.A. salaries were based on necessity, at a time when we could not do otherwise. We now ask for the same kind of recognition for this important service to these victims of domestic violence that is afforded to staff in less dramatic situations.